

Statement of Recommendation from the Executive Director, Heritage Victoria

Queen Elizabeth Maternal Child and Health Centre, H1813
54-88 Keppel Street and 455-495 Cardigan Street, Carlton
Melbourne City
Wurundjeri Country



Executive Director recommendation

I recommend to the Heritage Council of Victoria (Heritage Council) that the Queen Elizabeth Maternal and Child Health Centre, located at 54-88 Keppel Street and 455-495 Cardigan Street, Carlton, Melbourne City in the Victorian Heritage Register (VHR) be amended.

In accordance with section 62 and Part 3, Division 3 of the *Heritage Act 2017* (the Act), I suggest the Heritage Council:

- amend the reasons why the place is included in the VHR based on the Heritage Council criteria
- determine that land (being 475-485 Cardigan Street, 487-495 Cardigan Street, and 110-112 Keppel Street, Carlton) be removed from the extent of registration
- determine that the extent of registration for the registered place be amended to read "All of the place shown hatched on Diagram 1813 encompassing all of lots CM5, H10A1-H10A4, H10B1, H111-H113, H121, H122, H51-H54, H6A1-H6A4, H6B1, H71, RES1 and RES2 on Plan of Subdivision 640946"
- revoke the existing permit exemptions applied at the time of registration in 1999 under section 92(6) of the Act as they are now either spent or contained with the General Permit Exemptions applying to all VHR listed places.



STEVEN AVERY

Executive Director, Heritage Victoria

Date of recommendation: 8 January 2025

The process from here

1. The Heritage Council publishes the Executive Director's recommendation (section 41)

The Heritage Council will publish the Executive Director's recommendation on its website for a period of 60 days.

2. Making a submission to the Heritage Council (sections 44 and 45)

Within the 60-day publication period, any person or body may make a written submission to the Heritage Council. This submission can support the recommendation, or object to the recommendation and a hearing can be requested in relation to the submission. Information about making a submission and submission forms are available on the Heritage Council's website.

3. Heritage Council determination (sections 46, 46A and 49)

The Heritage Council is an independent statutory body. It is responsible for making the final determination to include or not include the place, object or land in the VHR or amend a place, object or land already in the VHR.

If no submissions are received the Heritage Council must make a determination within 40 days of the publication closing date.

If submissions are received, the Heritage Council may decide to hold a hearing in relation to the submission. The Heritage Council must conduct a hearing if the submission is made by a person or body with a real or substantial interest in the place, object or land. If a hearing does take place, the Heritage Council must make a determination within 90 days after the completion of the hearing.

4. Obligations of owners of places, objects and land (sections 42, 42A, 42B, 42C, 42D and 43)

The owner of a place, object or land which is the subject of a recommendation to the Heritage Council has certain obligations under the Act. These relate to advising the Executive Director in writing of any works or activities that are being carried out, proposed or planned for the place, object or land.

The owner also has an obligation to provide a copy of this statement of recommendation to any potential purchasers of the place, object or land before entering into a contract.

5. Further information

The relevant sections of the Act are provided at Appendix 1.

Introduction

The former Queen Elizabeth Maternal and Child Health Centre is a complex of buildings located on an irregularly shaped site bordered by Cemetery Road East, Cardigan Street, Keppel Street and Swanston Street in Carlton. The place was included in the VHR in 1999.

On 29 June 2022 the Executive Director accepted an application to amend the registration of the Queen Elizabeth Maternal and Child Health Centre lodged by Owners Corporation 1 for Lot CM1 PS640946. There are a total of six owners corporations with an interest in the place within its current extent, and one within the proposed extent.

Diagram 1

The 1999 extent of registration, illustrated in Diagram 1, includes all of the land and some of the buildings. The registered land is bound by Lytton Street, Cardigan Street, Keppel Street and Swanston Street, and includes 14 buildings, eight of which were specifically identified in the extent of registration as being of State-level heritage significance, and six which were listed in the permit policy as not intrinsic to the significance of the place and which could be demolished.

Since registration in 1999 there has been substantial change at the place. The six non-significant buildings mentioned above have now been demolished. Lytton Street is no longer a street and has been consolidated with the site to facilitate the redevelopment. This northern portion of the site, consisting of both registered and non-registered land, has now been redeveloped for higher density residential purposes.

Diagram 2

The remaining eight buildings of heritage significance are located at the southern end of site. The current site conditions, existing and proposed extents are illustrated in Diagram 2.

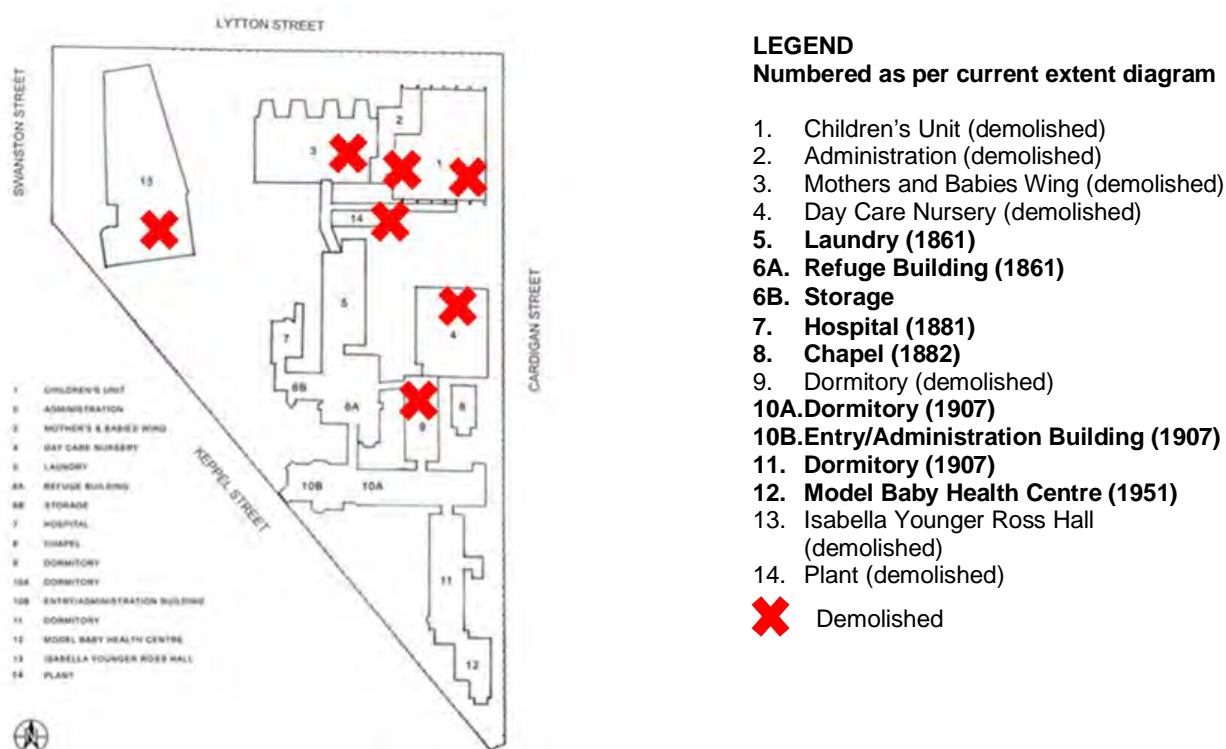


Diagram 1: 1999 registered land and buildings indicating subsequent demolition. Base plan sourced from Conservation Management Plan 2003

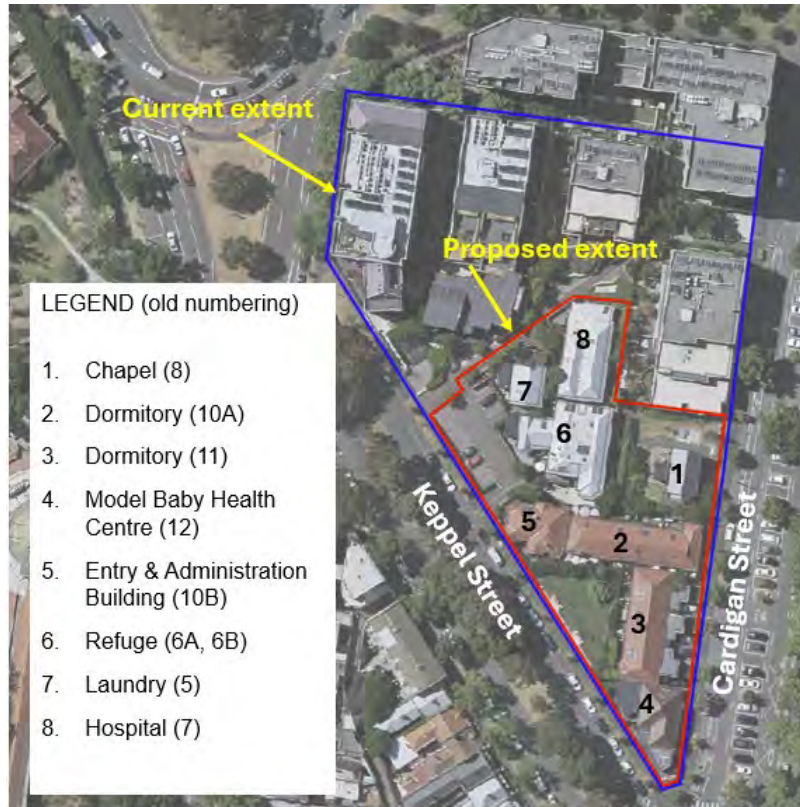


Diagram 2: Current aerial imagery – proposed extent and remaining buildings renumbered from 1 to 8, with former building numbers in brackets Source: Heritage Victoria

Description

The Queen Elizabeth Maternal and Child Health Centre is located on the traditional land of the Wurundjeri People.

The following is a description of the Queen Elizabeth Maternal and Child Health Centre at the time of the site inspection by Heritage Victoria in November 2024. The place is now largely in private ownership and the inspection was undertaken from the public domain, commencing at the former Chapel (Building 1) and proceeding clockwise around the site.

Chapel (Building 1) (1881)

The former Chapel (Building 1) is a polychrome brick building, with gabled ends and a rectilinear floor plan. With its long elevation to Cardigan Street the former Chapel is the most easily recognisable remaining part of the complex. The Chapel now houses the City of Melbourne Carlton Toy Library, and is set within a small park, with a modern steel and glass addition on the western side.

Dormitory (Building 2) (1907)

South of the Chapel, running east-west, and presenting its short facade to Cardigan Street is a former Dormitory (Building 2). This painted brick building with a terracotta tiled roof has now been adapted to four dwellings.

Dormitory (Building 3) (1907)

Perpendicular to this building is another former Dormitory (Building 3) also of painted brick and terracotta tile. Steel and glass additions provide entries to each of the three new residences within from Cardigan Street.

Model Baby Health Centre (Building 4) (1951)

Further south, at the corner of Cardigan Street and Keppel Street is the former Model Baby Health Centre (Building 4). On the corner are wrought iron gates and cast-iron gate posts marking a former entry to the place.

The Model Baby Health Centre sits behind steel and glass additions to the east and west street facing facades. This building has been adapted as a single dwelling.

West, along Keppel Street, is the triangular Keppel Street Park from which can be viewed the tiled roofs of the former Dormitories (Buildings 2 and 3).

Entry and Administration Building (Building 5) (1907)

The Federation style former Entry and Administration Building (Building 5) has a gable end addressing the street with a door topped by a segmental arch with a decorative keystone and flanked by paired moulded pilasters on either side. This building has been adapted as a single dwelling.

Refuge (Building 6) (1861)

Behind the Keppel Street carpark can be seen the shapes and roof forms of the former Refuge (Building 6). The refuge has been adapted as five dwellings.

A public walkway heads northeast from Keppel Street towards Cardigan Street. To the north of the walkway are numerous large scale, multi storey residential buildings.

Former Hospital (Building 7) (1882)

On the south of the walkway is the former Hospital (Building 7), now a dwelling, of painted brick and corrugated steel roof.

Laundry (Building 8) (1861)

Further along, and to the south of the walkway, is the former Laundry (Building 8) now utilised as four dwellings, also of painted brick with a corrugated steel roof.

Description images



2024, Chapel (Building 1). Source: Heritage Victoria



2024, Chapel (Building 1). Source: Heritage Victoria



2024, Chapel (Building 1). Source: Heritage Victoria



2024, Dormitory (Building 2), Cardigan Street. Source: HV



2024, Dormitory (Building 3), Cardigan Street. Source: HV



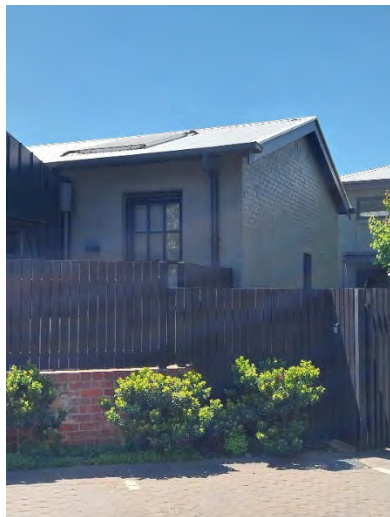
2024, wrought iron gates (1940) cast iron gateposts (origin unknown). Behind is the modern extension to the Baby Health Centre (Building 4). Source: Heritage Victoria



2024, Keppel Street Park, roof of Dormitory (Building 3) visible behind. Source: Heritage Victoria



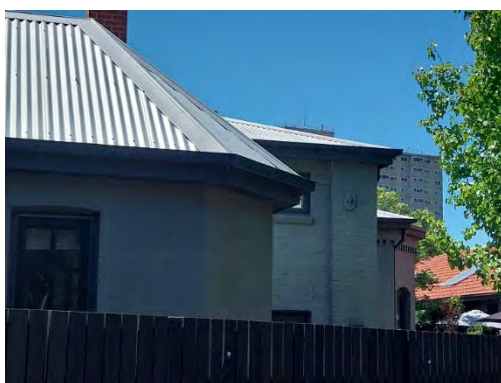
2024, Entry/Administration (Building 5) from Keppel Street. Source: Heritage Victoria



2024, Hospital (Building 7) viewed from Keppel Street carpark. Source: Heritage Victoria



2024, View from public walkway to Laundry (Building 8) on the left and Hospital (Building 7) to the right. Source: HV



2024, Refuge (Building 6), viewed from Keppel Street carpark. Source: Heritage Victoria



2024, View from public walkway to Laundry (Building 8). Source: Heritage Victoria



2024, View north from walkway to new residential buildings.
Source: Heritage Victoria



2024, View north from walkway to new residential buildings.
Source: Heritage Victoria

History

An extensive history of the place was written at the time of registration in 1999 and is publicly visible on the Victorian Heritage Database. It is proposed to restructure this information, add information about changes to the site over the last 20 years, and update references to buildings where numbering has changed or is no longer applicable.

The Carlton Refuge

The Carlton Refuge had its origins in 1857 when the Anglican and Presbyterian churches worked together to establish a home for girls in a rented house in Osborne Street, South Yarra. By 1861 the Refuge had moved to Carlton, and a permanent reservation of the land was made in 1863 for a 'public refuge or reformatory for the caretaking, education and reformation of women who had previously to their becoming inmates have led an irregular and abandoned life or who have been living as common prostitutes or thieves, and for offices and conveniences connected with such refuge.'

The name 'Carlton Refuge' was formally adopted when the institution was incorporated in 1895. Prior to this, it was known by a variety of names, including 'The Refuge', 'The Protestant Refuge', 'Female Refuge,' 'Magdalen Asylum', 'Women's Refuge', and 'Keppel Street Home'. The Carlton Refuge aimed to reform its charges through prayer and hard work. The rules of the Refuge were strict. No woman over the age of thirty was to be admitted, they were required to stay for twelve months and were not allowed to leave the grounds. During their twelve-month stay the women were trained for domestic service in laundry work and sewing, and the Refuge was able to earn a considerable amount of money from this work.

Over its first ten years the Refuge struggled to attract and retain penitents, and in 1870 it was decided to admit pregnant women and women with infant children. These women were also required to stay a year, and the same efforts were made to reform them.

Early buildings (1861 - 1876)

Buildings remaining from this period include the Refuge (Building 6) and the Laundry (Building 8). Both were established in 1861 with additions and redevelopment occurring over the years. The architect for these early buildings is not known.

The Chapel (1881)

Initially services were held in the dining room of the Refuge. The polychrome brick, gabled roof Chapel (Building 1) was built in 1881, and religious services provided by a roster of Protestant denominations, with the Presbyterians, Methodists, Anglicans, Congregationalists and Baptists taking consecutive Sundays, and the Church of Christ and the Methodists taking Wednesday evening services each month.

Its lack of interior decoration was deliberate in order to not compromise its shared use by the various Protestant denominations. Whilst it has been described as multi- or non-denominational, there was no question of its use by other than Protestant denominations. It is thought that the architect for the Chapel was Albert Purchas. Purchas, a surveyor,

civil engineer, and architect was prominent in Melbourne professional life in the second half of the nineteenth century. As architectural adviser to the Church of England, he designed several churches including the St George the Martyr Church at Queenscliff (VHR H1125) and the St George's Uniting Church in St Kilda (VHR H0864). His domestic work included the 1854 Berkeley Hall (VHR H0491) for the Crown Solicitor, Henry Field Gurner.

The Hospital (1882)

In 1882 a small Hospital (Building 7) was built, and a brick wall 10ft in height with bluestone foundations was constructed around the institution. This hospital building consisted of a dormitory with a fireplace and a nurse's room and store. It was isolated from the rest of the complex to prevent infection. It is also thought to have been designed by Albert Purchas. Both the Chapel and Hospital are modest buildings in comparison to his other completed commissions.

Dormitories and Entry and Administration Building (1907)

By the early twentieth century, as the Refuge approached its half century, it also faced a financial crisis. The idea of a special fund-raising effort to assist the Refuge to stay on its Carlton site, and erection of a building to mark the anniversary was taken up. By 1907 designs had been called for and a design competition held. As a result of the competition, well-known architects JJ and EJ Clark were appointed. Notable work by the firm includes the 1858-62 Treasury Building (VHR H1526), the 1902 Melbourne City Baths (VHR H0466), and the Queen Victoria Hospital (VHR H0956). Due to cost constraints, the original plans were amended to include only what was necessary resulting in design that was standard of the period.

Works in 1907 saw the construction of three connected single-storey dormitory buildings, and the connected Entry and Administration building. The new dormitories were in red brick with terracotta tiled roofs and provided accommodation for an additional 50 residents. Each dormitory contained bedroom accommodation, toilets, and bathrooms arranged either side of a central corridor. The larger bedrooms, intended to allow for the mothers to keep their babies with them, demonstrate the change from the earlier cells with slit windows, which were demolished. The larger size made it possible for them to be used as bedrooms by the mothercraft students in the 1950s and later. Two of these dormitories (Buildings 2 and 3) now remain. The Entry and Administration Building (Building 5) provided a new front entrance to the Refuge from Keppel Street, with an entry set directly against the street and with the appearance of a Federation style villa.

In addition to the construction of the new buildings, extensive demolition, alteration and refurbishment works were undertaken as part of the 1907 works. The construction of the new dormitories essentially allowed the demolition of earlier buildings or their conversion to new uses.

Changing Emphasis

The early twentieth century and interwar period saw a decline in the numbers of women choosing to enter institutions such as the Carlton Refuge. Their focus on reforming the 'sinful' moral character of women through hard work and religious instruction was no longer seen as the best approach by welfare and public health advocates, and the Refuge was perceived as rather old fashioned.

By 1912 a decline in the number of applicants to the Carlton Refuge forced the relaxation of the requirement that women remain for 12 months. In the late 1910s and into the 1920s, numbers declined further. In 1915, the Carlton Refuge admitted some 107 women, but this dropped to only 62 in 1923.

By the early to mid-1920s a range of new denominationally based homes had been established which offered single pregnant women privacy in relation to their pregnancies, and a focus on shelter and welfare rather than moral reform.

The decline in applicants affected most of the older institutions, however there was no evidence that the need for this type of assistance had diminished. A shift in approach and adoption of more modern methods was necessary for the Refuge to continue.

The Carlton Home (1930)

In 1930, the Refuge changed its name to the Carlton Home to reflect its broader role. However, by the late 1930s, the number of women entering the home had dwindled again. In contrast many babies were sent there from the Community Welfare Department, prior to being adopted.

Changes in approach and rules, over time, included:

- Providing for the care of infants whose mothers had been residents but had taken up positions in service.
- Accepting married women whose husbands were unemployed.
- Care for country women prior to and following the birth of their children.
- Acceptance of infant State wards.
- Training of mothercraft nurses.

Accommodation for married women was provided from 1936 in the southernmost of the 1907 dormitories (Building 3) and is thought to have been the only prenatal residential clinic in the State.

One of the most significant changes to the appearance of the site and public perception was made in 1940 when the brick boundary wall was demolished and replaced with a cyclone fence. The removal of the wall greatly altered the presentation of a complex which had been totally enclosed for most of its operational life. The gate at the corner of Cardigan Street and Keppel Street was replaced with wrought iron gates in 1940 but the origin of the elaborate cast iron gateposts is unknown.

In 1946 the Refuge advertised to attract more clients and stated that girls could be admitted several months before and remain for three months with their babies after their confinement at the Women's Hospital. The Home aimed to keep mother and baby together, but mothers could board their babies at the Home and adoptions could be arranged. The advertisement emphasised that there was no compulsion for mothers to work, except to clean their own rooms. Married women could be accommodated for a charge and 'delicate babies with dietary problems were also admitted for expert care.'

By 1949, the numbers of unmarried mothers seeking help had diminished and the Carlton Home was closed in 1950.

Queen Elizabeth Maternal and Child Health Centre and Infants' Hospital (1951)

In 1951 the Victorian Baby Health Centres Association (VBHCA) moved into the site to run a residential training centre for mothercraft and infant welfare nurses, and a mother and baby home.

The new institution was named the Queen Elizabeth Maternal and Child Health Centre and Infants' Hospital (Queen Elizabeth Centre) and it was officially opened in December 1951. The Queen Elizabeth Centre trained baby health centre nurses for the whole State, cared for mothers after delivery needing extra rest and care, mothers having trouble with breast-feeding or management of their babies, and 'failure-to-thrive' babies, including premature babies.

The Model Baby Health Care Centre (Building 4) was constructed c. 1950-51. The design of this building is typical of Baby Health Centres in its domestic appearance and standard construction. The baby health centre movement, started in Victoria in 1917 and gradually extended throughout the State. It made a significant contribution to the lowering of infant mortality rates.

The Queen Elizabeth Centre vacated the site in 1997.

Redevelopment (by 2012)

Options for re-use of the place were investigated and ultimately the northern part of the registered land was developed for higher density residential development, and the heritage buildings on the southern part of the site adapted for conventional housing.

By 2012 the former Refuge (1861-63), Hospital (1882), the two Dormitories (1907), the Entry and Administration Building (1907) and the Baby Health Centre (1951) had been adapted for private residential use. The Chapel, now owned by the City of Melbourne, sits within a small park and houses a Toy Library Service.

Historic images



1863, detail of plan of allotments at Carlton, Source: SLV



1954, Model Baby Health Centre (Building 4). Source: (Crockett, 2000)



After 1951, aerial view of Queen Elizabeth Centre. Source: <https://clan.org.au/orphanages/queen-elizabeth-hospital/>



Detail 1986 Aerial Melbourne Metropolitan Area. Source: Central Plan Office (Landata)



c.1984, Laundry (Building 8) (left) and Hospital (Building 7) (right)
Source: Nigel Lewis and Associates

undated, Chapel (Building 1). Source: Heritage Victoria

Selected bibliography

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- Allom Lovell. (2003). *Queen Elizabeth Centre Conservation Management Plan*. Melbourne: Department of Human Services (Office of Housing).
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- Kernot, M. J. (1919). *Reminiscences of the Carlton Refuge, 1854 to 1919*. Melbourne.
- Nigel Lewis and Associates. (1984). Building Identification Form - Former Female Refuge. In *Carlton Conservation Study*.
- Ritson, R. (1997). The Birth of the Baby Clinic. *Transition*, 54-55, No 42-53.

Further information

Traditional Owner Information

The place is located on the traditional land of the Wurundjeri people. Under the *Aboriginal Heritage Act 2006*, the Registered Aboriginal Party for this land is the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation.

Native Title

Native title is the recognition in Australian law that some Aboriginal and Torres Strait Islander people continue to hold rights and interests in land and water. Native title is not granted by governments. It is recognised through a determination made by the Federal Court of Australia under the *Native Title Act 1993* (Cth). No determination has been made in relation to this place.

In 2010, acknowledging the difficult nature of having native title determined under the *Native Title Act*, the Victorian Government developed an alternate system for recognising the rights of Victorian traditional owners. The *Traditional Owner Settlement Act 2010* (Vic) allows the government and traditional owner groups to make agreements that recognise traditional owners' relationship to land and provide them with certain rights on Crown land. There is no Recognition and Settlement Agreement applying to this place.

Victorian Aboriginal Heritage Register

The place is not included in the Victorian Aboriginal Heritage Register.
(November 2024)

Integrity

The integrity of the place is fair. The cultural heritage values of the Queen Elizabeth Maternal and Child Health Centre can be easily read in the extant fabric.

(November 2024)

Intactness

The intactness of the place is fair. The buildings have all undergone differing degrees of alteration and refurbishment works both in the post WWII period, and then again in the post 2000 residential adaptation. The significance of the physical fabric lies in the degree to which it demonstrates the historical associations of the place, through the modest domestic scale, form and understated architectural expression of the buildings, their siting and interconnected nature, and through their internal planning.

Except for the Chapel, all nineteenth century buildings have had their original roof cladding replaced and all external brickwork painted. In summary:

- Chapel (Building 1) - the most intact internally and externally and enhanced by conservation and adaptation works.
- Refuge (Building 6) - adapted into five dwellings, parts of the exterior and plan form of the principal rooms are intact, however, all internal finishes are of recent origin.
- Hospital (Building 7) – adapted to a dwelling with external additions and internal alterations
- Laundry (Building 8) - no evidence survives internally of the original function as there is no laundry related equipment remaining and the spaces have been divided and adapted into four dwellings.

Of the twentieth century buildings, all external brickwork has been painted, excepting that of the Entry and Administration Building (Building 5). In summary:

- The Dormitories (Buildings 2 and 3) - adapted as seven dwellings with external additions and internal alterations

- Entry and Administration Building (Building 5) – adapted to one dwelling by internal alterations, however the external appearance remains intact

(November 2024)

Condition

The condition of Queen Elizabeth Maternal and Child Health Centre is good.

(November 2024)

Note: The condition of a place or object does not influence the assessment of its cultural heritage significance. A place or object may be in very poor condition and still be of very high cultural heritage significance. Alternatively, a place or object may be in excellent condition but be of low cultural heritage significance.

Amendment recommendation

State-level cultural heritage significance of the place

The State-level cultural heritage significance of the Queen Elizabeth Maternal and Child Health Centre was recognised in 1999 by its inclusion in the VHR.

Amendment application

On 29 June 2022 the Executive Director accepted an application to amend the registration of the Queen Elizabeth Maternal and Child Health Centre. The application was lodged by the Owners Corporation for the common property described as Lot CM1 PS640946. The Owners Corporation for Lot CM1 PS640946 is one of six owners corporations that manage common property wholly or partly within the current extent of registration.

The application requests the removal of land which has been subdivided and has no State-level cultural heritage significance. The applicant states:

The retained Registered Heritage Places are all located at the southern end of the precinct. Given that a public walkway and a public park [the Cardigan Street Park] provide a clear separation between the Heritage Places and the new residential apartments to the north, there is no reason why the area of the Registered Place could not be more accurately described as 455-467 and 469 Cardigan Street. Further, given that the whole site has now been redeveloped, and the Registered Places repaired and reinstated, the original area of the registered place now includes 4 new multi-level buildings that have no heritage significance. If there were to be any planning applications [involving the new buildings] these are most unlikely to involve heritage considerations.

In this Application, we submit that both the Cardigan Street Pocket Park and this walkway provide a sufficient buffer zone between the new and Registered Heritage Places. Accordingly, we conclude that there is no reason why the area of the Registered Place could not be more accurately described as 455-467 and 469 Cardigan Street 469 Cardigan St is the site of the former Chapel.

The Executive Director supports the request.

Heritage Certificates

Under s.58 of the Act, the Executive Director must provide a certificate, upon request, stating 'whether or not the place or object is included in the Heritage Register'. This certificate typically forms part of the 'Section 32' documentation which is provided in the context of land sales.

Under the current extent of registration, the six common property lots, as well as each of the newly constructed 250 apartments, would be described as 'included in the Victorian Heritage Register in the category of Registered Place' should a Heritage Certificate be issued.

Removal of land

Section 62 enables the Heritage Council to '... amend the Heritage Register by amending or removing an item in the Heritage Register' and states that Divisions 2 – 6 apply to an amendment or removal in the same way as those divisions apply to a registration.

The tests for assessing whether additional land should be included with a registered place (or, conversely, removed from the VHR) are set out at section 40(3A)(c)(i) and (ii) and may be paraphrased as:

- (i) whether the State-level cultural heritage significance of the place would be substantially less if the additional land or any part of the additional land which is or has been used in conjunction with the place were developed; or
- (ii) if the additional land, to the north of the place, is important to the protection or conservation of the place or contributes to the understanding of the place.

Assessment under section 40(3A)(c)(i) and (ii)

In the nineteenth and early twentieth century the land at the northern end of the site remained essentially undeveloped, by either landscaping or buildings, and is thought to have been used as drying yards. From 1945 to 1961, aerial images show that this land remained largely open with a mature tree in the north-east corner, a long north-south hedge towards the centre, and a tennis court to west of the hedge (see aerial images from 1951 and 1960 below). After 1960, when the site was taken over by the Victorian Baby Health Centres Association, extensive development took place (see aerial image from 1975 immediately below right). All new buildings depicted in the 1975 aerial image have now been demolished. By 2012 the land had been developed for residential use with seven new buildings containing 250 apartments and associated carparking. The new development to the north and the historic complex to the south are separated by a public walkway, landscaping and a small park.



The relatively undeveloped nature of the northern end of the site and its gradual development in the later half of the twentieth century can be seen in this series of three aerial images above which date from 1951 (left), 1960 (centre) and 1975 (right). The land proposed for removal from the register is outlined with the blue dashed line.

While the land proposed for removal from the VHR formed part of the reserve that was set aside and used by the Refuge, the northern portion of land was essentially open and largely undeveloped for a century after the founding of the institution. The very few structures or landscape elements that did exist in the period up to the 1960s were removed during the development that occurred from the 1960s onwards. Apart from the land itself, there are no historic structures or plantings that remain from the first century of occupation by the Refuge.

The northern portion was comprehensively redeveloped from 2012 when seven new apartment buildings were constructed with a heritage permit under the *Heritage Act 1995*. The northern land has therefore seen a substantial level of development, and this has not affected the cultural heritage significance of the southern portion of the heritage place where there is a concentration of historic building fabric.

The potential for future development on the land proposed for removal to impact upon the Queen Elizabeth Maternal and Child Health Centre, and substantially reduce the State-level cultural heritage significance of the place, is negligible.

The land proposed for removal does not contribute to the understanding of the place, as the understanding comes from the relationship between the remaining buildings on the southern portion of the site.

The land proposed for removal is not important to the protection or conservation of the place given the level of development that has occurred, and maintenance of a buffer provided by the public walkway, landscaping and park.

Amending the Heritage Council Criteria

This place is currently registered on the basis of the following Criteria:

The current statement of significance states that the place is historically, architecturally and socially significant to Victoria.

The Executive Director recommends that the place is registered on the basis of the following Criteria:

Criterion A (Historical Significance)

Criterion D (Architectural Significance)

The 1999 registration was prepared prior to the introduction of the Heritage Council's Criteria and Threshold Guidelines (2012) and Guidance on Identifying Places and Objects of State-Level Social Value in Victoria (2019). The place does not meet the current threshold for State-level significance under Criteria G (Social) and it is considered these aspects of significance are best recognised under Criterion A.

It should be noted that during the 1990s, the concept of 'social significance' was misapplied across many registrations. Please see [Heritage Council's policy on social significance](#) (2019).

Change of name

The place is currently named "Queen Elizabeth Maternal and Child Health Centre" in the VHR. The name does not clearly relate to the current place. It is recommended that the place be named "Former Carlton Refuge and Chapel Complex".

Statutory requirements under section 40

Terms of the recommendation (section 40(3)(a))

The Executive Director recommends that the registration of Queen Elizabeth Maternal and Child Health Centre in the VHR is amended.

Information to identify the place or object or land (section 40(3)(b))

Number: H1813

Category: Registered Place.

Name: Former Carlton Refuge and Chapel Complex

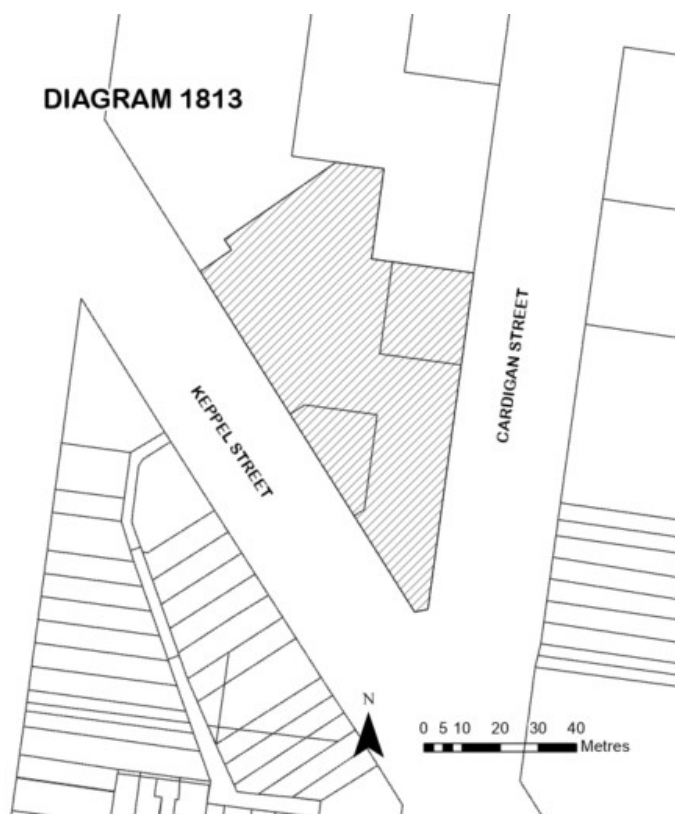
Location: 54-88 Keppel Street and 455-495 Cardigan Street, Carlton

Municipality: Melbourne City

Proposed extent of registration

The Executive Director recommends that the extent of registration for the Former Carlton Refuge and Chapel Complex be gazetted as:

All of the place shown hatched on Diagram 1813 encompassing all of lots CM5, H10A1-H10A4, H10B1, H111-H113, H121, H122, H51-H54, H6A1-H6A4, H6B1, H71, RES1 and RES2 on Plan of Subdivision 640946.



Aerial photo of the place showing proposed extent of registration



Note: This aerial view provides a visual representation of the place. It is not a precise representation of the recommended extent of registration. Due to distortions associated with aerial photography some elements of the place may appear as though they are outside the extent of registration.

Rationale for the extent of registration

The recommended extent of registration aligns with the Cardigan Street and Keppel Street lot boundaries, the lot boundary adjacent to the public walkway, and the lot boundary between the Laundry (Building 8) and Chapel (Building 1) and new development.

The public walkway and the land parcels to the north which contain new development are not included. The public walkway is located on common property 1, 2, 3, 4 and 6.

The public walkway has not been included within the proposed extent as registering part of the common properties would result in the title of each of the 250 apartments being annotated with a VHR listing.

The property boundary, and proposed extent boundary, is very close to the Laundry (Building 8), however the risk of development impacting the cultural heritage significance of the place is low.

The recommended extent of the registration is the same as the nominated extent of registration.

It should be noted that everything included in the proposed extent of registration including all the land, all soft and hard landscape features, plantings, and all buildings (exteriors, interiors and fixtures) are proposed for inclusion in the VHR. A permit or permit exemption from Heritage Victoria is required for any works within the proposed extent of registration.

Summary of cultural heritage significance (section 40(4))

Statement of significance

What is significant?

The Former Carlton Refuge and Chapel Complex established in 1861 was in continuous use as a social welfare institution devoted to the welfare of women and children from 1861 to its closure in 1997.

The earliest development of the place is represented by the former Refuge (1861-63), Chapel (1881) and Hospital (1882). Modest in style, the Chapel and Hospital are thought to have been designed by architect Albert Purchas with the Chapel featuring polychrome brickwork.

Later phases of development are represented by the two Dormitories (1907), the Entry and Administration Building (1907) and the Baby Health Centre (1951). The 1907 buildings were designed by architect John James Clark. The Dormitories are utilitarian in nature with masonry walls and terracotta tiled roofs, whilst the Entry and Administration Building resembles a Federation-style villa.

How is it significant?

The Former Carlton Refuge and Chapel Complex is of historical and architectural significance to the State of Victoria. It satisfies the following criterion for inclusion in the Victorian Heritage Register:

Criterion A

Importance to the course, or pattern, of Victoria's cultural history.

Criterion D

Importance in demonstrating the principal characteristics of a class of cultural places and objects

Why is it significant?

The Former Carlton Refuge and Chapel Complex is historically significant as an early colonial welfare institution devoted to the care of women. It evolved from a refuge for 'fallen women' developed by the Anglican and Presbyterian churches in the 1860s to a secular institution devoted to the care of mothers and babies in the twentieth century. The place demonstrates, in its built form, changing attitudes to the provision of welfare, and women and children between 1861 and the 1950s. Services provided at the place commenced with the reform of young women engaged in sex work, and changed over time to include the care of neglected children, training for mothercraft and infant welfare nurses, and residential care for unmarried mothers and their babies. (Criterion A)

The Chapel of the Former Carlton Refuge Complex is architecturally significant as a simple Protestant chapel building of the early 1880s. It was designed, with its modest scale, restrained architectural treatment, and limited interior decoration, for shared use by the various Protestant denominations who provided services for the women of the Refuge. The Chapel exemplifies the aims of the founders of the institution, who hoped to inculcate true penitence in women and inspire them to lead a virtuous life. (Criterion D)

Recommended permit exemptions under section 38

Introduction

A [heritage permit](#) is required for all works and activities undertaken in relation to VHR places and objects. Certain works and activities are [exempt from a heritage permit](#), if the proposed works will not harm the cultural heritage significance of the heritage place or object.

Permit Policy

The *Queen Elizabeth Centre Conservation Management Plan* prepared by Allom Lovell & Associates for the Department of Human Services (Office of Housing) in 2003 may be useful in managing the place in a manner which respects its cultural heritage significance. However, this document was prepared prior to the construction of new higher density residential buildings to the north, and prior to the adaptation of the significant buildings to the south for residential use.

It is recommended that a new Conservation Management Plan be commissioned for the Former Carlton Refuge and Chapel Complex to reflect the current use and management of the place.

Permit Exemptions

General Exemptions

General exemptions apply to all places and objects included in the VHR. General exemptions have been designed to allow everyday activities, maintenance and changes to your property, which don't harm its cultural heritage significance, to proceed without the need to obtain approvals under the Act.

Places of worship: In some circumstances, you can alter a place of worship to accommodate religious practices without a permit, but you must notify the Executive Director before you start the works or activities at least 20 business days before the works or activities are to commence.

Subdivision/consolidation: Permit exemptions exist for some subdivisions and consolidations. If the subdivision or consolidation is in accordance with a planning permit granted under Part 4 of the *Planning and Environment Act 1987* and the application for the planning permit was referred to the Executive Director as a determining referral authority, a permit is not required.

Specific exemptions may also apply to your registered place or object. If applicable, these are listed below. Specific exemptions are tailored to the conservation and management needs of an individual registered place or object and set out works and activities that are exempt from the requirements of a permit. Specific exemptions prevail if they conflict with general exemptions.

Find out more about heritage permit exemptions [here](#).

Specific Exemptions

The Executive Director does not recommend any Specific Permit Exemptions for the Former Carlton Refuge and Chapel Complex.

A suite of specific permit exemptions were approved at the time of registration in 1999 (refer pages 24-25 of this recommendation). However, the need for these specific permit exemptions no longer exists due to:

- the permitted development that has occurred at the heritage place from ca.1999 onwards renders the permit policy and some permit exemptions superfluous
- most, if not all, of the existing specific permit exemptions are covered by the current General Permit Exemptions.

Therefore, it is recommended that the existing specific permit exemptions that were applied at the time of registration in 1999 be revoked under section 92(6) of the Act.

Existing registration details

Existing extent of registration

NOTICE OF REGISTRATION

As Executive Director for the purpose of the Heritage Act, I give notice under section 46 that the Victorian Heritage Register is amended by including the Heritage Register Number 1813 in the category described as a Heritage place:

Queen Elizabeth Maternal and Child Health Centre, Corner Keppel and Cardigan Streets, Carlton, Melbourne City Council.

EXTENT:

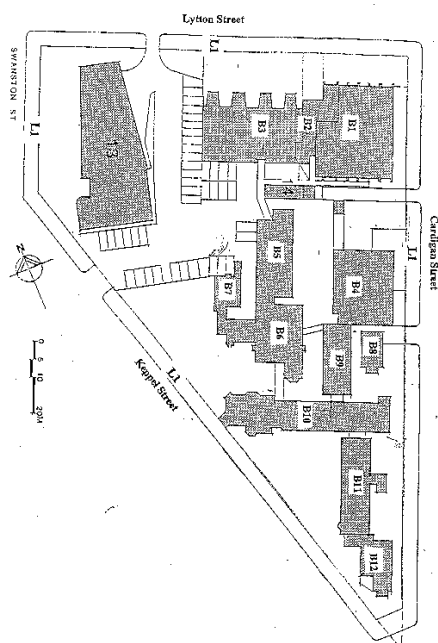
1. All the buildings marked B5 to B12 on Diagram Number 604586 held by the Executive Director.
2. All the land marked L1 on Diagram Number 604586, held by the Executive Director being all the land bounded by Cardigan, Keppel, Swanston and Lytton Streets.

Dated: 17 September 1999

RAY TONKIN

Executive Director

[*Victoria Government Gazette G 39 30 September 1999 p.2203*]



Existing statement of significance

What is significant?

The Carlton Refuge (Queen Elizabeth Maternal and Child Health Centre) was established at Carlton in 1861 as a reformatory for young single women who were sexually active or had engaged in sex work. It gradually expanded its operations to include care for neglected children, training for mothercraft and infant welfare nurses, residential care for unmarried mothers and their babies and other services. The site has been in continuous use for the same purpose since 1861, and the significant buildings include the original dining room, laundry and matron's room (1861-63), chapel (1881), hospital ward (1882), dormitory wings and administration wing (1907) and a model baby health centre (1951).
How is it significant?

The Carlton Refuge (Queen Elizabeth Maternal and Child Health Centre) is historically and socially significant to the State of Victoria.

Why is it significant?

The Carlton Refuge (Queen Elizabeth Maternal and Child Health Centre) is historically significant as an early charitable institution and the earliest purpose-built residential accommodation for single mothers in Victoria. It is associated with the early history of social welfare and the contribution of the Protestant churches to charitable work in Victoria. It demonstrates the sectarian nature of nineteenth century Victorian society and the strength of the evangelical movement.

The Carlton Refuge (Queen Elizabeth Maternal and Child Health Centre) is a rare surviving example of an early social welfare institution devoted to the welfare of women and children. It has been in operation on the same site from 1861 to its closure in 1997.

The Carlton Refuge (Queen Elizabeth Maternal and Child Health Centre) is important in demonstrating social or cultural associations in its form, illustrating the place of maternal and child health and welfare in the history of Victoria, as well as the place of women, and in particular, sexually active young women, in the social and religious context of nineteenth century Melbourne. The Carlton Refuge and the later institutions on the site illustrate changes in attitudes to women and sexuality since the 1861 foundation. The evolution in emphasis during the twentieth century to health services for women and young children away from the reformist zeal of the nineteenth century can be seen in the changes to the buildings. The chapel exemplifies the aims of the founders of the institution, who hoped to inculcate true penitence in the women and inspire them to lead a virtuous life, while the baby health centre is socially significant as an example of twentieth century moves to provide advice on child health issues to women throughout the State.

The Chapel is a significant building in its own right both architecturally and denominationally. It is a rare example in Victoria from the 19th century of a multi-denominational chapel. Its architecture reflects this multi-denominational use in that it is in a religiously neutral or non-aligned architectural style. Internally, it is an exceptional example of classical (pier and arch) architecture applied to a small building. The rest of the Carlton Refuge complex gives meaning to the chapel's existence on the site.

Existing permit policy and permit exemptions

Permit Policy

The primary significance of the site resides in Buildings 5-12. Buildings 1-3, 4 and 13-14 are not intrinsic to the significance of the site and could be allowed to be demolished. Sensitive development that does not encroach on the cultural significance of the heritage buildings should be allowed.

General Conditions:

1. All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object.
2. Should it become apparent during further inspection or the carrying out of alterations that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such alteration shall cease and the Executive Director shall be notified as soon as possible.
3. If there is a conservation policy and plan approved by the Executive Director, all works shall be in accordance with it.
4. Nothing in this declaration prevents the Executive Director from amending or rescinding all or any of the permit exemptions.
5. Nothing in this declaration exempts owners or their agents from the responsibility to seek relevant planning or building permits from the responsible authority where applicable.

Exterior

- * Minor repairs and maintenance which replace like with like.
- * Removal of extraneous items such as air conditioners, pipe work, ducting, wiring, antennae, aerials etc, and making good.
- * Installation or repair of damp-proofing by either injection method or grouted pocket method.
- * Regular garden/yard maintenance.
- * Installation, removal or replacement of garden watering systems, provided the installation of the watering systems do not cause short or long term moisture problems to the building.
- * Laying, removal or replacement of paving in the gardens and the courtyards.
- * Repair, removal or replacement of existing garden/yard structures.

Interior

- * Minor repairs and maintenance which replace like with like.
- * Removal of partition walls to interior of hall
- * Removal of paint from originally unpainted or oiled joinery, doors, architraves, skirtings and decorative strapping.
- * Painting of previously painted walls and ceilings provided that preparation or painting does not remove evidence of the original paint or other decorative scheme.
- * Repair of plasterwork provided that all new work matches good adjacent work in style, detail and finish.

* Installation, removal or replacement of electrical wiring provided that all new wiring is fully concealed and any original light switches, pull cords, push buttons or power outlets are retained in-situ.

* Installation, removal or replacement of bulk insulation in the roof space.

* Installation, removal or replacement of smoke detectors.

Existing Place History

Contextual History:History of Place:

The Carlton Refuge had its origins in 1857 when Bishop Perry, the Anglican Bishop of Melbourne, and Dr Cairns, the Moderator of the Presbyterian Church in Melbourne, established a home for girls in a rented house in Osborne Street, South Yarra. A matron and her husband, who acted as chaplain, were appointed on 15 June 1857 to the South Yarra establishment and moved to Carlton with the inmates in 1861. Part of the present site was granted by the government in 1858 in Carlton and the remainder in 1860. The Refuge moved to Carlton on 9 October 1861. A permanent reservation made in July 1863 for a 'public refuge or reformatory for the caretaking, education and reformation of women who had previously to their becoming inmates have led an irregular and abandoned life or who have been living as common prostitutes or thieves, and for offices and conveniences connected with such refuge.'

Sequence of development:

Building 1- 1970
Building 2- 1970
Building 3 -1970
Building 4- 1975
Building 5 -1861-63 and 1907 addition
Building 6-1861-63 and 1879 addition to dining-room
Building 7-1882 Hospital Ward
Building 8- 1881 Chapel
Building 9- 1907
Building 10- 1907
Building 11- 1907
Building 12- 1951 Baby Health Centre
Building 13- 1959 Isabella Younger Ross Hall
Building 14- 1970 Plant

The aim of the institution was to provide a refuge for young women after the birth of their first illegitimate child and provide training so they could find respectable work. Many came to the Refuge directly from the Lying-in Hospital (later known as the Women's Hospital). They had to promise to stay for twelve months to be trained for domestic work and when they left, they were helped to find work. From 1870, the Refuge allowed the women to bring their babies with them and a purpose-built nursery was constructed in 1878. The committee of management consisted of a Gentlemen's Committee and a Ladies Committee. The Ladies Committee took a close interest in the organisation of the Refuge and one member of the Committee visited the home each day.

The institution was 'conducted on Protestant Evangelical Principles' from the beginning. Founded by an alliance between the Anglican Archbishop and the Presbyterian Church leader in Melbourne, the Refuge encouraged church attendance. A representative from the Presbyterian Church preached on the first Sunday of every month, a Methodist on the second, an Anglican on the third and a Congregationalist on the fourth. The Baptists were given the fifth Sunday. The Church of Christ came on the fourth Wednesday of each month to take a service and the Methodist preacher took the rest of the Wednesday evening services each month. The Carlton Refuge was unusual in being a cooperative effort between the Church of England and the Presbyterian Church, while involving the other Protestant churches in religious services in the chapel.

The Refuge prided itself on its reformatory influence and rejoiced in its successes. In the first nine years, the institution had taken in 198 inmates, and forty-three of these 'are known to the Ladies Committee to be conducting themselves with propriety'. Taking into account those who had died in hospital in a state of repentance, the Refuge was able to claim a 30% success rate in rescuing the women 'from a life of infamy'.

The inmates' training consisted of mainly of a preparation for domestic service, especially laundry work and sewing. The institution was able to earn a considerable amount of money from these activities. In 1910-11, almost half the institution's income came from the proceeds of the laundry. The Annual Report of 1864-65 advertised the services offered by the home. Plain clothes could be laundered for 2/- per dozen, and morning dresses, chemises, nightgowns and flannel petticoats were made by the inmates at prices between one and five shillings each.

When Melbourne journalist John Stanley James visited the Protestant Female Refuge in Madeline (now Swanston) Street, Carlton in the 1870s, he described the complex as 'a low range of one-storey brick buildings', consisting of a day-room and refectory, kitchen, bedrooms, laundry, and nursery.

The Vagabond described the daily routine:

The inmates rise in the morning at six o'clock, work till eight, when there is a cessation for breakfast of tea and bread and butter. At eleven the same refectory is given for lunch. At one, there is dinner of soup, meat, vegetables, and often pudding. Tea at six, same as breakfast, and from thence, until ten o'clock, when they have all to be in bed, the inmates can make their clothes, read, chat or listen to some of the ladies of the committee, who come and read and talk to them. Morning and evening prayer is read by the matron; and on Sundays, a chance Church of England or Presbyterian minister may come and perform the service.

The rules of the Refuge were strict. No woman over the age of thirty was to be admitted, as older women were considered unlikely to reform. About half the women were between fifteen and twenty, and most were under twenty-five years of age. The inmates had to agree to stay twelve months and never left the grounds during that time. They were virtual prisoners behind the high brick wall and locked gates: the annual report usually noted that one or more had 'escaped' during the year. In 1882-83, no less than twelve women escaped from the Refuge. In 1907-08, four women escaped during the year.

The Sands & McDougall map of Melbourne and suburbs of 1887 names the Carlton Refuge as a Magdalen Asylum, the term applied to ex-prostitutes or 'fallen women'.

Building Sequence

The first building on the site was a small cottage with a front verandah (now demolished) on Keppel Street. This was the quarters for the matron and her husband completed in 1861.

The main building, constructed between 1861 and 1863 was placed in the centre of the block. It consisted of a committee room, which the matron used also as a dining room, a large dining room for the inmates, a kitchen, laundry and packing room.

A long corridor with fourteen bedrooms opening off it connected the matron's cottage with the central building. These rooms for the inmates were cells about eight feet by six feet, with narrow slits for windows. A matching wing providing further sleeping accommodation was added in 1878. This building also had fourteen rooms with small windows. These wings were demolished in 1907.

In 1876-77, a nursery was built to the east of the laundry. Beginning in 1870, a few of the women were allowed to keep their babies with them, but once the nursery was completed, the number of babies rose from 4 to 18. The nursery was surrounded by verandahs to the north, east and west and a laundry was added to the east in 1907. The nursery was demolished in 1975 to make way for the Day Nursery.

The dining room was enlarged in 1879, with a semi-circular addition to the south. The exterior detail of the matrons room on the south elevation was repeated in the addition, with similar windows and a cornice ornamented with dentils.

The Chapel (Building 8) was built in brick with a gable roof in 1881 at a cost of £494.17.4. At first, the Committee had no money to furnish it but by 1929, it was furnished with eight pews, an organ, four chairs, a simple altar, a baptismal font, a pot plant, a stool and a lectern. The total value of the chapel's furniture and fittings at that time was £20.18.6 and the altar was worth only £2.10.0.

The following year, 1882, a pavilion hospital ward was built at a cost of £311. 5.0. This consisted of a dormitory with a fireplace and a nurse's room and store. It was isolated from the rest of the complex to prevent infection but was linked to the kitchen block by a covered way.

A new addition was built to the west in 1889 between the old matron's cottage and the dormitory wing. It consisted of four sub-matron's bedrooms, five bedrooms and two offices. These were demolished in 1907.

In 1907 a stove room and drying closet was added to north end of the laundry wing. Three pavilions were built at that time, with an administration wing and accommodation for 50 inmates. The sub-matrons' rooms had fireplaces but the inmates' bedrooms were without heating.

In 1912-13 a drying room was added to the laundry, so that the work done by the inmates was less dependent on fine weather.

A ten-foot-high brick wall with bluestone foundations constructed in 1882 surrounded the institution. . In 1940 the wall was demolished and replaced with a cyclone fence. The gate at the corner of Cardigan Street and Keppel Street was also replaced with wrought iron gates in 1940 but the origin of the elaborate cast iron gateposts is unknown.

In the twentieth century, the scope of activity for the Carlton Refuge expanded and in 1930, the name of the institution was changed to the Carlton Home. In 1930-31, students of mothercraft nursing from the Methodist Babies Home came for training to the Carlton Home.

By 1935, the work of the Home included:

1. The care of the unmarried mother and her child.
2. The care of children sent by the Children's Welfare Department.
3. The training of young nurses in mothercraft.
4. The care of married women from industrial and country areas before and after admission to the Women's Hospital. This included looking after toddlers while the mother was in the Hospital.

In 1934-35, Building 11 was altered to provide a separate corridor and entrance to the married mothers' wing so they were 'entirely separated from the inmates'. In 1936 the Williams wing for married mothers was opened in what is now Building 11. It was named in memory of Miss Mary Harriet Williams. At that time, it was the only pre-natal residential clinic in the State.

By 1949, the numbers of unmarried mothers seeking help had diminished and the institution closed down at the end of August 1950. The buildings were taken over by the Victorian Baby Health Centres Association which had run a mother and baby home next to the Women's Hospital combined with a training centre for mothercraft and infant welfare nurses. These functions continued on the Keppel Street site under the new administration and the new institution was called the Queen Elizabeth Maternal and Child Health Centre and Infants' Hospital. It was officially opened in December 1951. The important extension made at this time was the Baby Health Centre (Building 12) at the corner of Cardigan and Keppel Streets. The baby health centre movement, started in Victoria in 1917 and gradually extended throughout the State. It made a significant contribution to the lowering of infant mortality rates, which fell from 55.6 in 1926 to 28.03 in 1945. The Queen Elizabeth Centre trained Baby Health Centre nurses for the whole State, cared for mothers after delivery needing extra rest and care, mothers experiencing difficulty with breast-feeding or management of their babies, and 'failure-to-

thrive' babies, including premature babies.

The Isabella Younger Ross Memorial Hall constructed in 1959 was named after the founder of the Baby Health Centre movement in Victoria. This building, designed by architect R.C. Armstrong for the Hospital and Charities Commission, consisted of a large auditorium and stage with dressing rooms and toilets behind the stage. An office, kitchen and conference room were located at the south end of the building. It was leased out in 1981 to the Melbourne Chorale. At that time, the land had to be temporarily reserved for recreational purposes as the lease did not conform to the original purpose of the reservation.

The purpose-built Mother and Baby Wing, the Residential Nursery and the Day Nursery (Buildings 1-4) were constructed between 1970 and 1975. The Day Nursery land was excised from the original reservation in order to qualify for a Commonwealth Government grant. Building 14 was the plant room built at the same time. The Queen Elizabeth Hospital for Mothers and Babies had close links with the major maternity hospitals and the Royal Childrens' Hospital.

The architect for the buildings constructed between 1861 and 1863 is not known.

The architect for the chapel (1881) and the hospital ward was probably Albert Purchas. Purchas was on the Gentlemen's Committee in the 1880s and the Minute Book shows a payment to him as architect of £44.12.9 on 1 September 1882, when the buildings were completed. He is also shown as letting tenders for alterations and repairs in 1889. Purchas, a surveyor, civil engineer, architect and cemetery administrator, was prominent in Melbourne professional life in the second half of the nineteenth century. He was a founding member of the Victorian Institute of Architects as well as the Victorian Institute of Engineers. As architectural adviser to the Church of England, he designed a number of churches including those at St Kilda, Malmsbury, Queenscliff and Brunswick. The St George the Martyr Church of England at Queenscliff is on the Heritage Register as is the St George's Presbyterian Church in St Kilda, also designed by Purchas. Purchas also received a number of commissions for banks in Victoria, including those built for the National Bank at Abbotsford and Richmond. His domestic work included the earliest surviving house in St Kilda built for the Crown Solicitor, Henry Field Gurner in 1854, also on the Heritage Register.

A competition was held for the design of major additions in 1906. The Inspector-General of Public Works, William Davidson and J. Hudson Marsden, architect with the Public Works Department, were asked to assist with the choice of design. The successful architects for the additions were J.J. and E.J. Clark. J.J. Clark then became Honorary Architect for the institution until his death, when his son took over. E.J. Clark remained Honorary Architect for the home until 1937, when he resigned.

J. J. Clark was the designer of the Old Treasury Building (1858-62) and a number of other distinguished public buildings in Melbourne during his period of service in the Victorian Public Works Department. In 1878, he went into private practice. From 1883 to 1886, he was Government Architect for Queensland. In his later years, he practised with his son in Melbourne, winning competitions for the City Baths, the Carlton Refuge, the Melbourne Hospital and many others.

The next Honorary Architect was J. G. Eggleston. No major projects were undertaken in the period when Mr Eggleston was associated with the Home.

The architect for the Isabella Younger Ross Hall (1959) was R.C. Armstrong.

The architects for the design of the 1970-74 extensions consisting of the Mother and Baby Wing, the Residential Nursery and the Day Nursery (Buildings 1-4) were R.S. Demaine, Russell, Trundle, Armstrong and Orton.

Interior

Little original fabric or decoration remains in the interior of the buildings. Many rooms have false ceilings. The dining room in the 1861-63 building retains its original ceiling above the later one. The nurses' room in the hospital (Building 7) has been sub-divided. The 1907 bedrooms remain in their original form and the 1907 administration block is quite intact. The laundry retains no evidence of its original use. The chapel interior remains most intact and reflects its original use.

Appendix 1

Heritage Council determination (section 49)

The Heritage Council is an independent statutory body that will make a determination on this recommendation under section 49 of the Act. It will consider the recommendation after a period of 60 days from the date the notice of recommendation is published on its website under section 41.

Making a submission to the Heritage Council (section 44)

Within the period of 60 days, any person or body with a real and substantial interest in the place or object may make a submission to the Heritage Council regarding the recommendation and request a hearing in relation to that submission. Information about making a submission and submission forms are available on the Heritage Council's website. The owner can also make a submission about proposed permit exemptions (Section 40(4)(d)).

Consideration of submissions to the Heritage Council (section 46)

(1) The Heritage Council must consider—

- (a) any written submission made to it under section 44; and
- (b) any further information provided to the Heritage Council in response to a request under section 45.

Conduct of hearings by Heritage Council in relation to a recommendation (section 46A)

(1) The Heritage Council may conduct a hearing in relation to a recommendation under section 37, 38 or 39 in any circumstances that the Heritage Council considers appropriate.

(2) The Heritage Council must conduct a hearing if—

- (a) a submission made to it under section 44 includes a request for a hearing before the Heritage Council; and
- (b) the submission is made by a person or body with a real or substantial interest in the place, object or land that is the subject of the submission.

Determinations of the Heritage Council (section 49)

(1) After considering a recommendation that a place, object or land should or should not be included in the Heritage Register and any submissions in respect of the recommendation and conducting any hearing, the Heritage Council may—

- (a) determine that the place or object is of State-level cultural heritage significance and is to be included in the Heritage Register; or

(ab) in the case of a place, determine that—

- (i) part of the place is of State-level cultural heritage significance and is to be included in the Heritage Register; and
- (ii) part of the place is not of State-level cultural heritage significance and is not to be included in the Heritage Register; or

(ac) in the case of an object, determine that—

- (i) part of the object is of State-level cultural heritage significance and is to be included in the Heritage Register; and
- (ii) part of the object is not of State-level cultural heritage significance and is not to be included in the Heritage Register; or

- (b) determine that the place or object is not of State-level cultural heritage significance and is not to be included in the Heritage Register; or

- (c) in the case of a recommendation in respect of a place, determine that the place or part of the place is not to be included in the Heritage Register but—
 - (i) refer the recommendation and any submissions to the relevant planning authority or the Minister administering the Planning and Environment Act 1987 to consider the inclusion of the place or part of the place in a planning scheme in accordance with the objectives set out in section 4(1)(d) of that Act; or
 - (ii) determine that it is more appropriate for steps to be taken under the Planning and Environment Act 1987 or by any other means to protect or conserve the place or part of the place; or
 - (ca) in the case of a recommendation in respect of an object nominated under section 27A, determine that the object, or part of the object, is to be included in the Heritage Register if it is integral to understanding the cultural heritage significance of a registered place or a place the Heritage Council has determined to be included in the Heritage Register; or
 - (d) in the case of a recommendation in respect of additional land nominated under section 27B, determine that the additional land, or any part of the additional land, is to be included in the Heritage Register if—
 - (i) the State-level cultural heritage significance of the place, or part of the place, would be substantially less if the additional land or any part of the additional land which is or has been used in conjunction with the place were developed; or
 - (ii) the additional land or any part of the additional land surrounding the place, or part of the place, is important to the protection or conservation of the place or contributes to the understanding of the place.
- (2) The Heritage Council must make a determination under subsection (1)—
- (a) within 40 days after the date on which written submissions may be made under section 44; or
 - (b) if any hearing is conducted, within 90 days after the completion of the hearing.
- (3) A determination made under subsection (1)(a), (ab), (ac), (ca) or (d)—
- (a) may include categories of works or activities which may be carried out in relation to a place, object or land, or part of a place, object or land, for which a permit under this Act is not required, if the Heritage Council considers that the works or activities would not harm the cultural heritage significance of the place, object or land; and
 - (b) must include a statement of the reasons for the making of the determination.
- (4) If the Heritage Council determines to include a place, or part of a place, in the Heritage Register, the Heritage Council may also determine to include land that is not the subject of a nomination under section 27B in the Heritage Register as part of the place if—
- (a) the land is ancillary to the place; and
 - (b) the person who owns the place, or part of the place—
 - (i) is the owner of the land; and
 - (ii) consents to its inclusion.
- (5) If a member of the Heritage Council makes a submission under section 44 in respect of a recommendation, the member must not take part in the consideration or determination of the Heritage Council.
- (6) The Heritage Council must notify the Executive Director of any determination under this section as soon as practicable after the determination.

Obligations of owners (section 42, 42A, 42B, 42C, 42D)

42 Obligations of owners—to advise of works, permits etc. on foot when statement of recommendation given

- (1) The owner of a place, object or land to whom a statement of recommendation has been given must advise the Executive Director in writing of—

- (a) any works or activities that are being carried out in relation to the place, object or land at the time the statement is given; and
 - (b) if the place, object or land is a place or additional land, any application for a planning permit or a building permit, or any application for an amendment to a planning permit or a building permit, that has been made in relation to the place or additional land but not determined at the time the statement is given; and
 - (c) any works or activities that are proposed to be carried out in relation to the place, object or land at the time the statement is given.
- (2) An advice under subsection (1) must be given within 10 days after the statement of recommendation is given under section 40.

42A Obligations of owners before determination or inclusion in the Heritage Register—to advise of permits

(1) This section applies if—

- (a) an owner of any of the following is given a statement of recommendation—
 - (i) a place or object nominated under section 27;
 - (ii) an object nominated under section 27A;
 - (iii) land nominated under section 27B; and
- (b) any of the following occurs within the statement of recommendation period in relation to the place, object or land—
 - (i) the making of an application for a planning permit or a building permit;
 - (ii) the making of an application for an amendment to a planning permit or a building permit;
 - (iii) the grant of a planning permit or building permit;
 - (iv) the grant of an amendment to a planning permit or building permit.

(2) The owner must advise the Executive Director in writing of—

- (a) the making of an application referred to in subsection (1)(b)(i) or (ii), within 10 days of the making of the application; or
- (b) a grant referred to in subsection (1)(b)(iii) or (iv), within 10 days of the owner becoming aware of the grant.

42B Obligations of owners before determination or inclusion in the Heritage Register—to advise of activities

(1) This section applies if—

- (a) an owner of a place, object or land is given a statement of recommendation; and
- (b) within the statement of recommendation period it is proposed that activities that could harm the place, object or land be carried out.

(2) The owner, not less than 10 days before carrying out the activities, must advise the Executive Director in writing of the proposal to do so.

42C Obligations of owners before determination or inclusion in the Heritage Register—to advise of proposal to dispose

(1) This section applies if—

- (a) an owner of a place, object or land is given a statement of recommendation; and
- (b) within the statement of recommendation period a proposal is made to dispose of the whole or any part of the place, object or land.

(2) The owner, within 10 days after entering into an agreement, arrangement or understanding for the disposal of the whole or any part of the place, object or land, must advise the Executive Director in writing of the proposal to do so.

42D Obligations of owners before determination or inclusion in the Heritage Register—requirement to give statement to purchaser

(1) This section applies if—

- (a) an owner of a place, object or land is given a statement of recommendation; and
- (b) the owner proposes to dispose of the whole or any part of the place, object or land within the statement of recommendation period.

(2) Before entering into an agreement, arrangement or understanding to dispose of the whole or any part of the place, object or land during the statement of recommendation period, the owner must give a copy of the statement of recommendation to the person who, under the proposed agreement, arrangement or understanding, is to acquire the place, object or land or part of the place, object or land.

Owners of places and objects must comply with obligations (section 43)

An owner of a place, object or land who is subject to an obligation under section 42, 42A, 42B, 42C or 42D must comply with that obligation.

Penalty: In the case of a natural person, 120 penalty units;
 In the case of a body corporate, 240 penalty units.